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LAKEHEAD LOCAL GOVERNMENT REVIEW

ALTERNATIVES  
FOR  
LOCAL  
GOVERNMENT  
IN  
THE  
LAKEHEAD

EXPLORATORY STATEMENT  
MARCH 18, 1966

OCT 3 1968  
Government  
Publications

Ont. Municipal affairs dept.

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LAKEHEAD LOCAL GOVERNMENT REVIEW

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ALTERNATIVES FOR LOCAL GOVERNMENT

IN THE LAKEHEAD

AN EXPLORATORY STATEMENT

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## ALTERNATIVES FOR LOCAL GOVERNMENT IN THE LAKEHEAD

### Introduction

On September 28, 1965, Ontario's Minister of Municipal Affairs, the Hon. J. W. Spooner, issued a ministerial letter authorizing a review of local government at the Lakehead. The letter announced the appointment of a Special Commissioner to conduct the Review and set out the terms of reference for the assignment. The full text is reproduced as Appendix A.

Like local government reviews which have been authorized elsewhere, the Lakehead Review is being undertaken as a consequence of a request to the Minister from the principal municipalities in the area to come under study. The petitioning municipalities were the twin cities of Fort William and Port Arthur and the suburban municipalities of Neebing, Paipoonge and Shuniah. All five have accepted the terms set forth in the Minister's letter, including a joint undertaking to reimburse the Province for half the cost of the Review.

Again, following the approach taken in other appointments, the Special Commissioner for the Lakehead has been drawn from outside the ranks of government in order to ensure that he is in a position to keep his appraisal of the area's problems objective and to be independent in his recommendations. To succeed in this purpose, the Commissioner must of course have an adequate understanding of local government in both theory and practice.

The Commissioner is required to carry out an extensive programme of research and enquiry in the Lakehead community and to report his findings and make recommendations to the Minister for possible implementation by the Provincial Government. To assist with these responsibilities, the Commissioner has appointed a Research Director for the Review who is likewise drawn from outside the public service. The Department of Municipal Affairs has also made its Regional Office and the services of its regional staff available to the project. Other branches of the Department and other Departments of the Provincial Government are co-operating in the undertaking. The municipalities are making available the services of the Lakehead Planning Board and are furnishing further assistance through their own departmental staffs.



### Purpose of the Review

Under the Canadian constitution the Ontario Legislature has responsibility for municipal institutions in the Province. The municipalities in the Lakehead area have been incorporated in fulfillment of that responsibility and other local authorities have been established for the same purpose. For the most part, the authority for local government institutions is based upon the general statute law of the Province. The requirements of the statutes have been modified to some extent by special legislation to fit the particular circumstances of community development in the Lakehead area. The earliest municipal incorporation, that of the Municipality of Shuniah, dates back a full ninety-three years. Since that time, local government organization has developed and evolved without at any point being the subject of a comprehensive study to determine the continuing suitability of the institutions thus established to the needs of the growing communities. The present Review is intended to serve this fundamental purpose.

According to the terms of reference, the Review will seek to disclose, among other things, the need for changes in the structure and organization of local government in the Lakehead area. Unfortunately, the words structure and organization are often applied rather loosely when describing or discussing local government. On occasion, they are employed interchangeably. In order, therefore, to clarify the intention of the present Review, we shall assign particular meanings to these terms which seem in accord with the terms of reference.

By local government structure, we mean the network of local government units which together comprise the framework within which local government is performed. The local government structure, in other words, defines the territorial limits for local community jurisdiction over specified functions, including revenue raising functions. Hence, in the Lakehead area we are to examine the number and shapes of municipalities and the territorial limits for particular services which differ in size or shape from the dimensions of single municipalities. We must look at inter-municipal areas for such purposes as health services, child welfare, conservation or community

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planning. Similarly our attention is directed to the areas covered by school boards, roads commissions or other bodies which serve beyond the bounds of incorporated municipalities. Specifically, also, we are directed to look at areas where the sole source of local government may be services supplied by the Province in areas subject to the provincial land tax.

The Review is expected to ensure that the local government structure is adequate today and, presumably, for a reasonable future time. We must look, therefore, for gaps in the assignment of service responsibilities throughout the inhabited territories surrounding the Lakehead nucleus. We have to consider also whether units are too small or too large, whether there should be more or less single purpose jurisdictions with boundaries differing from municipal boundaries. And we must ask ourselves whether overlapping boundaries create present or potential problems.

When responsibility for local government in whole or in part has been granted to a local community to be exercised within specified territorial limits, the community must organize in order to exercise its powers and fulfill its responsibilities. Local government organization, therefore, means the arrangement by which provision is made for carrying out local government responsibilities. The organization includes the form of the body or bodies which have the assigned responsibility of representing the local community in the discharge of a specified function or functions and the form of each supporting administrative arrangement. Thus, we are interested in the size, method of election, term of office and assigned responsibilities of all elected bodies. We are similarly interested in the existence of bodies appointed to exercise policy control over single local government functions. We want to know whether there are governing bodies combining elected representatives and appointed members. We are interested too in the manner in which bodies of representatives, whether elected or appointed, discharge the executive and administrative requirements of public service provision. We need, in the case of the larger local authorities, to obtain some appreciation of the departmental breakdown of the administration and of the chains of command.



The twin cities of Fort William and Port Arthur together with their immediate suburbs may be said to constitute a single urban area. When, within such a closely contained area, responsibility for local government is shared by a number of autonomous municipalities, they are inevitably involved in relationships with one another. The same is true of the school boards, utilities and other such bodies. It is important to ensure that such relationships are sufficiently harmonious and productive that they do not impede local government performance. Consequently, the terms of reference for the Review call for an examination of inter-municipal relationships and of relationships among those local authorities which, within a single municipality or throughout a group of municipalities, are charged with performing only a single function. We have in mind, for example, the relationships of councils and school boards, or of school boards and public libraries, or of public utilities and councils, or of health units with the municipalities throughout which they operate. On a somewhat broader plain, we are expected to decide whether the Lakehead area achieves sufficient and satisfactory relationships with municipalities or other local authorities which lie further afield in the Thunder Bay District.

#### The Review Process

To be successful, the Lakehead Local Government Review must achieve the status of a genuine community study. Those who are active in the Lakehead's affairs must help to disclose the present and potential problems facing local government and must assist in the determination of what are acceptable forms of improvement. It seems essential that municipalities, other local authorities, community organizations and individuals define their attitudes to local government as they now find it and their fears and hopes for local government in the future and that they place these opinions on the record. The goal of the Commission enquiry must be to stimulate local participation, to obtain and classify local information and opinions through an organized research programme and a series of public hearings, to supplement the information available locally on the Lakehead with other information obtainable from Provincial and other sources and to classify, weigh and test the body of information and opinion thus derived.



Like other parts of the Province, the Lakehead area has had repeated opportunities to promote desired changes in municipal and school legislation; and so we can presume that the present fabric of the law contains certain results of Lakehead initiative. Plainly then, the present Review is expected to accomplish something more. Its existence is based on a local demand that particular attention be focussed on the Lakehead's local government requirements. From our initial contacts in the Lakehead area, it would appear that a number of responsible bodies and individuals seek major changes in the structure and organization of government for the Lakehead but that there is lack of general agreement as to the nature and extent of change which should occur.

A local government review provides an opportunity to propose broad changes, if such are needed, which are not readily possible within the framework of the present statutory provisions for local government. Changes of wide dimensions have already been advocated informally by some local people. Whether or not they are warranted remains in question. Yet the Commissioner is bound to give consideration to fundamentals and to recommend broad changes if they would seem to prove beneficial and if sufficient demand for them appears to exist locally. Indeed, if the problems should prove to be of sufficiently serious proportions, bold changes might have to be recommended without strong evidence of local support before the event.

#### Work Plan for the Review

By arrangement, the Lakehead Local Government Review did not get under way until the beginning of December. At that time, the Commissioner made an initial visit to the area and met with the heads of the sponsoring municipalities, the urban school boards, the news media and others.

The Research Director's appointment was arranged in mid-January and preliminary plans were drawn up for the research programme. At the end of January the Commissioner and the Research Director visited the Lakehead where they toured the area and met with the councils of the five sponsoring municipalities. Each council was asked to comment upon a proposed timetable for the Review and to co-operate in the intended research



programme. The research programme was developed further with officials of the local municipalities, the Lakehead Planning Board, the Area Superintendent of the Department of Education and the Regional Office of the Department of Municipal Affairs.

Following the visit to the Lakehead, formal notification of the proposed timetable for the Review was sent to the councils of the sponsoring municipalities, to other local authorities and to a further mailing list of interested organizations and individuals. The information was summarized and presented in newspaper advertisements and in spot radio and television announcements. The timetable for the Review is reproduced as Appendix B.

An important feature of the review process is the preparation and filing of submissions by local authorities of the Lakehead and by other interested organizations and individuals. A procedure for the preparation and filing of briefs has been drawn up and is set forth in Appendix C.

#### A First Look at Alternatives

The prime purpose of this statement is to explore the alternatives for local government at the Lakehead at an early stage in the Review process. Neither the sponsoring municipalities nor the Department of Municipal Affairs can afford to reach the end of the review of local government in the Lakehead without a sufficient disclosure of local concerns to aid the Commissioner in developing recommendations which are pertinent to the Lakehead's situation.

A Special Commissioner is expected to have some knowledge of the different governmental arrangements which exist in metropolitan and other major urban areas throughout the North American continent and elsewhere. He should understand the alternatives which are feasible for an area with the apparent characteristics of the Lakehead. He cannot, however, be expected to know which changes in governmental organization would prove most acceptable locally or how changes which are worthy of consideration might best be adapted to the local scene. Thus the Commissioner is dependent upon the local community for the successful completion of his assignment.



The Review relies upon the extent and quality of material which is brought out in public discussions, written submissions and as a part of the public hearings. Local people must come to grips with the realistic alternatives as they see them in order to ensure that the Review's attention is focussed sufficiently on each. Responsible citizens cannot safely leave it to others to say which changes are workable and constructive and which are unreasonable or destructive. Too much is at stake. Without balanced opinion from local sources, the Commissioner's recommendations are apt to be unbalanced. In consequence, either unsuitable recommendations will take effect or no change will result. And so this statement of alternatives represents the beginning of a process by which it is hoped to identify problems and to develop practical ways of moving beyond them.

The statement of alternatives is designed, quite frankly, to challenge the local community. It presents choices without full knowledge of their acceptability. It considers changes which are clearly unpopular with some. It advances a number of alternatives for local government without claiming to be either a complete or balanced presentation.

If this statement of alternatives stimulates a local rejoinder, it will have served a useful purpose. It will have materially assisted the Review in drawing forth the views which must be heard before a satisfactory result can be anticipated.

At this stage of the Review, the publication of a statement of alternatives presents an obvious hazard. It may serve to generate a flood of protests from those who want no change but little response from others who favour constructive change yet hesitate to venture an opinion as to which alternative is best. In issuing it, we take a calculated risk. We do so because we believe that the prime local responsibility is to identify problems. If the present statement produces this result, the Review process should be capable of developing the appropriate recommendations.



### Present Governmental Arrangements

Proposed changes in the structure and organization of local government at the Lakehead must be measured against the arrangements which now apply. Although much work remains to be done to obtain a full understanding of the present position, we shall endeavour to describe it briefly.

The Lakehead area contains a cluster of municipalities which comprise a one-level municipal system. The District of Thunder Bay is not a municipality and, while it serves as a territorial unit for administration of justice, it does not even provide boundaries for most administrative districts of the Province in this northwestern area.

School services are the responsibilities of municipal-wide boards of education in the two cities and in the Municipality of Shuniah. In Paipoonge and Neebing, there are municipal-wide public school boards and high school district boards. In the surrounding area, there are public school boards serving throughout the organized municipalities of Oliver, Conmee, O'Connor and Gillies, the Improvement District of Dorion and some further unorganized territory beyond.

Each of the five municipalities sponsoring the Review has its own Planning Board and one or a number of semi-autonomous local boards concerned with civic recreation, community centres and public parks. The two cities have in addition a further substantial number of local boards which look after such services as policing, public libraries and hydro-electric services. The City of Port Arthur has a larger number of such internal local boards than Fort William.

There are also a number of inter-municipal special purpose bodies serving the whole Lakehead area including those concerned with planning, conservation, emergency measures, the exhibition and the harbour. Inter-municipal special purpose bodies are twinned, however, for three other purposes, namely, health, child welfare and homes for the aged. Each inter-municipal special purpose body might be described as providing a second tier of local government for the particular function over which it presides.



In populated areas which are not served by incorporated municipalities local government operations are confined to school services, certain services coming under inter-municipal special purpose bodies, of which health and child welfare services are examples, and local roads commissions.

A further significant feature of the structure of government in the Lakehead area is the division of two of the suburban municipalities into wards with each ward constituting a special area for the financing and programming of a full range of municipal services. The arrangement under which the several wards within Shuniah and Neebing constitute separate administrative districts was authorized in each instance by special legislation. In Shuniah's case the ward boundaries coincide with the boundaries of the three geographic townships which comprise the municipality. In Neebing, the Township of Neebing is itself divided into two wards while the remaining three townships constitute one ward each.

The form of organization for the local authorities of the Lakehead would appear to follow traditional lines with the exception that the City of Fort William has for some time operated under the chief administrator system of administration. Among the five sponsoring municipalities, the two cities have adopted the two-year straight term in office for members of council whereas the three suburban municipalities retain one-year terms and annual elections. Again, the two cities have passed by-laws under the Municipal Franchise Extension Act giving persons with a sufficient period of residence the vote without being either owners or tenants of real property. The three suburbs retain the property franchise.

#### Possible Changes in Local Government Structure or Organization

In an area where the existing arrangements for local government are already complex, one can envisage a very great number and variety of potential changes. It would be impossible to list each combination of changes which might emerge as the final consequence of the present Review. What we can do, however, is to describe the kinds of changes which either might be sought locally or appear in the Review recommendations. If substantial



changes are required, one can foresee that several kinds of change may emerge from the present Review, having the combined effect of creating a new and consistent plan of local government for the Lakehead area. We shall proceed to list and illustrate the kinds of change which might conceivably be proposed.

### Boundary Changes

Boundary extensions constitute the traditional method for expansion of urban municipalities to keep pace with the growth of an urban community. They are ordinarily accomplished through an application to the Ontario Municipal Board for annexation by a municipality seeking to increase its territorial limits. Throughout the past twenty years, a number of Ontario municipalities have sought and obtained boundary changes on a much larger scale than formerly. In some instances, a municipality has been expanded to embrace a substantial adjacent territory including one or more whole municipalities and perhaps parts of others. On occasion, the process has been accomplished through amalgamation rather than annexation. An illustration which will be familiar to people in the Lakehead is the recent enlargement of the City of Sault Ste. Marie through the annexation of the entire Townships of Korah and Tarentorus. The application in this case happened to come from the Township of Tarentorus.

In the Lakehead area we have been made aware of some local interest in the annexation by Port Arthur of territory from the abutting Municipality of Shuniah and, similarly, of the annexation by Fort William of territory from the neighbouring Municipality of Neebing. While it seems improbable that either Port Arthur might be enlarged to take in the whole of Shuniah or that Fort William might be granted all of Neebing, experience elsewhere demonstrates that it is possible to join with an urban municipality an adjacent urbanizing municipality which contains many square miles of territory much of which is still rural and likely for a long time to remain so. The creation of the present Town of Oakville by amalgamation with the Township of Trafalgar and the enlargement of the Town of Burlington to its present dimensions constitute the two most striking instances of vast urban-rural municipalities.



The most dramatic form of boundary change for the Lakehead area would involve the merger of the twin cities either through amalgamation or by the annexation of one municipality to the other. This possibility has of course been talked about from time to time in the Lakehead area for many years. It has been the subject of at least one referendum vote in each city.

Along with the merger of the two cities, one might expect some enlargement of their combined area to provide space for continuing urban growth. If action were taken to join the two cities, it would seem inconsistent to leave them with boundaries which would require most of the future urban growth to occur in the adjacent suburbs. Thus amalgamation of the two cities might be supplemented by annexation of substantial territory from Shuniah and Neebing and perhaps even some territory from Paipoonge. Creation of a large single Lakehead city could indeed extend to take in sizeable portions of these three suburbs and some land from beyond their boundaries including, for example, a portion of Oliver Township and perhaps some territory from the unorganized township of Gorham. Again, as with annexations by the twin cities separately, it is hard to envisage an expansion which would embrace the furthest reaches of Shuniah and Neebing within a single Lakehead city.

Under boundary changes, one might also consider the possibility of amalgamating one or more of the inter-municipal special purpose bodies where the territorial limits are at present divided between Port Arthur and Fort William. Thus one health unit could be formed by amalgamation of the two health units with present jurisdictions respectively throughout Port Arthur and district and Fort William and district. A similar move might be made to unite the children's aid services or jurisdiction over the homes for the aged.

#### Transfers of Functions

The earliest form of metropolitan government was the creation of one or more special purpose bodies exercising jurisdiction throughout a metropolitan area. In fact, Canadian metropolitan areas led the North American continent in this development with the Greater Winnipeg Water District which was formed before World War I and the Essex and Border Cities



Utilities Commission which was established in the Windsor area not long after. The metropolitan unification of particular functions under special purpose bodies represents the kind of transfer which might occur in the Lakehead area.

In the Lakehead, there are already several inter-municipal bodies serving the metropolitan area and the number could easily be increased. A metropolitan agency could be given charge of water supply or community sewage disposal, leaving in the one case the local distribution of water and in the other the local collector system for sewage to the individual municipalities. Going further, a single metropolitan agency could take charge of both water supply and sewage disposal and it might add authority over storm drainage. A metropolitan commission could be charged with responsibility for arterial roads. Another could be given authority over all or some portion of school services.

It might be deemed desirable also to extend the territorial limits of some present inter-municipal bodies. Specifically the Lakehead Planning Area might be enlarged to take in extra municipalities and perhaps to include some unorganized territory. At the same time, the regional planning powers might possibly be strengthened at the expense of the constituent municipalities.

When service responsibilities are unified through special purpose bodies, it is quite easy to set differing territorial limits service by service. In this way, the outer boundary can be made to conform most closely to the individual service requirements.

Another kind of transfer of function would be to combine responsibilities which are now exercised by two separate inter-municipal bodies. Welfare services for the young and the aged, for example, could be brought under a single metropolitan welfare board. In that event, general welfare might well be placed in its charge by transfer from the local municipalities.

It would be possible likewise to transfer functions in the other direction and eliminate one or more of the existing inter-municipal responsi-



bilities. Just what larger area service might revert to the local municipalities, however, it is difficult at this stage to suggest.

Besides what are called operating services, it would be possible to consolidate responsibility for some of the overhead functions of local government in the Lakehead area. A combined assessment department could be established to serve the whole five municipalities or an even larger area. Also possible, but less likely, would be development of certain consolidated treasury or tax collection services.

A further important form of transfer would be the pooling and redistribution of certain local revenues among the municipalities or the school boards serving the Lakehead. We provide one illustration: working from an equalized assessment base, a specified amount of tax revenue might be pooled and redistributed to school boards on a per pupil basis in order to achieve a greater equalization of educational opportunities.

A related form of change might be advocated for the suburban municipalities of Shuniah and Neebing. It might be proposed to consolidate certain municipal service responsibilities which are now differentiated on a ward basis. In consequence, some reduction in tax differentials would presumably be effected.

#### Extension of New Services in Unorganized Territories

Where settlement is sparse, local government may be confined to one or a few services which are provided through special purpose bodies such as school boards or road commissions. Arising out of the Review the number of available services might be increased in what are now partially organized territories and one or more local services might be established in areas which are now totally dependent upon the Province for whatever municipal services they obtain. Without more precise study, it is difficult to suggest just what changes of this sort might realistically be contemplated.



### Creation or Dissolution of Local Municipalities

In the outer portions of the Review area there are several settlements within unorganized territory which might be thought to have developed to the point where municipal incorporation is warranted. There are, for example, significant populations in Gorham Township which some may feel would justify incorporation of that township by itself or in combination with the neighbouring Township of Ware. As a further alternative, a still larger municipality might be created combining the three townships, Forbes, Ware and Gorham.

Initial discussions have disclosed no enthusiasm for the incorporation of new municipalities. They have, on the other hand, elicited a counter suggestion that the three smallest municipalities in the area, namely, Conmee, O'Connor and Gillies, each of which has a population under four hundred, might better be dissolved and revert to unorganized territories in which only certain limited municipal services would continue on an autonomous basis. Whether or not there is substance to that suggestion, the possibility could be countered by joining these townships with others to form larger municipal units.

A somewhat different concern may be felt about Shuniah and Neebing. Are these municipalities too extended territorially and do they contain too much diversity of interest to continue as single municipalities? Rather than retain the sharp distinctions between wards which now prevail, it would be possible to partition the townships in a manner which removes the urban and urbanizing portions from the rural, and in Neebing's case, largely uninhabited areas. It is hard to see how such a move could be effected, however, without leading to a lowering of the municipal service standards to which the rural areas have become accustomed. In fact, the severance of the outer portions of Neebing and Shuniah might be followed by the reversion of these areas to the status of unorganized territories. We note also that consolidation of the twin cities and their immediate environs into a single city could easily produce the same consequences for the outer portions of the suburban municipalities. That possibility has been foreseen by at least one local source.



### Establishment of a Two-Level Municipal System

Most municipalities within southern Ontario form part of a two-level system of local government. Within the Toronto area there is the Municipality of Metropolitan Toronto which at present contains thirteen local or "area" municipalities within the metropolitan boundary. Elsewhere, all municipalities except the cities and seven separated towns are participants in the county form of government. Both the governmental arrangement for Metropolitan Toronto and for each of southern Ontario's thirty-eight administrative counties may be described as federations. In fact a number of features of the Toronto federation were derived from the long-established county system. Metropolitan government follows the federal form in other places as well--in London, England, for example, or in Winnipeg.

Throughout northern Ontario there is as yet no two-level system of municipalities. The arrangement has sometimes been suggested, however, and the development of inter-municipal bodies for certain services may be thought to constitute a step in that direction. One thing is clear. A northern county would scarcely be a viable unit if the cities were excluded.

For the Lakehead area, the possibilities range from a federation extending throughout the whole of the Thunder Bay District to a metropolitan municipality with jurisdiction throughout all or parts of the five municipalities which are co-sponsors of the Review.

In the form which inter-municipal special purpose bodies have taken within the Lakehead area and the Thunder Bay District, both broad alternatives for a two-level system find support. Some of the special purpose bodies provide service throughout a very large area; others are confined to the Lakehead and its immediate environs. On the other hand, several of the inter-municipal functions are divided between Port Arthur and Fort William. The creation of any chosen two-level system would require alteration of some part of the pattern of inter-municipal special purpose bodies. If the Thunder Bay District became a northern county or its equivalent, one would expect, for example, a single children's aid society to replace the present



two. The same would be true of the health units. Again, all homes for the aged might be expected to come under the one jurisdiction. If a metropolitan federation took effect, the inter-municipal services might then be re-organized to differentiate between the Lakehead area and the remainder of the Thunder Bay District.

The creation of a metropolitan federation would pose problems in fixing a common outer boundary for the group of services assigned to the metropolitan municipality. Yet a single outer boundary would have to be set which would define the territorial extent of the metropolitan municipality. Within such an outer boundary, a metropolitan municipality could of course arrange to confine certain services within narrower territorial limits. In that event, differing levels of metropolitan taxation would apply within different parts of the metropolitan municipality.

Under a two-level municipal system, the upper tier of government might be assigned either broad or narrow functional responsibilities or something in between. If a regional government were set up with jurisdiction throughout all or most of the Thunder Bay District, one would expect that its range of service responsibilities would be kept relatively small. A metropolitan municipality, on the other hand, could be given authority over a broad range of functions leaving local municipalities with the relatively less significant powers. Establishment of a metropolitan federation would almost certainly lead to the pooling of responsibilities which are now performed by inter-municipal bodies and the addition of certain further responsibilities such as municipal assessing, capital finance, arterial roads, water supply, sewage disposal and land drainage. It would not be unreasonable also to anticipate that all or part of the school responsibilities would be unified at the metropolitan level.

For the Ottawa area, a fresh form of two-level local government is advocated in the recommendations of the Ottawa, Eastview and Carleton County Review. It is proposed that, insofar as the Province is concerned, sole responsibility for local government be lodged with a single regional municipality exercising jurisdiction over a very broad territory. Within the



regional municipality, however, a number of districts would be established each with its own council, from which representatives would be drawn for the regional council. The regional municipality would be free to delegate to the districts legislative, executive or administrative powers. In practice, this would result in a two-level municipal system, although not a federation. Its precise character could be altered from time to time by the regional municipality in the same way that the Province, under its constitutional mandate, makes annual changes in the responsibilities to be exercised by Ontario municipalities. The applicability of such a system to the Lakehead area, as with other alternatives, has yet to be considered.

#### Altered Organizational Arrangements

Within particular municipalities it would be possible to reduce the number of functions entrusted to local boards by placing the functions concerned under the immediate control of council. Such a step might dictate an accompanying change in the committee structure of the municipal council, perhaps including provision for the co-option of additional members to some of the new council committees. On the other hand, it would be equally possible to effect a further enlargement in the use of special purpose bodies by those municipalities which have placed comparatively less reliance upon this arrangement.

As a consequence of the Review, changes could be made in the composition of councils or local boards. Membership might be enlarged or reduced. Appointed members might be replaced in whole or in part by elected members; or the converse change could be effected.

In the cities, ward elections might be favoured over the present elections at large. Or again, in the suburban municipalities election at large might be instituted in place of the present ward system. The term of office could be lengthened in the suburban municipalities to two years or in both city and suburbs to three years. It would be possible, on the other hand, to recommend a reduction in the length of term in cities to one year, although this appears improbable. A shift could be made from the present system of



concurrent terms to overlapping terms in office, thereby producing annual elections while retaining the two-year term for individual members of the city councils.

Changes in electoral arrangements from those now in effect are less apt to be proposed if the municipal structure remains as it is than if it is materially altered. A new two-level system of government might require altered electoral arrangements to be introduced which would better facilitate the operation of the new system. If there was a metropolitan municipality, a decision would have to be taken as to whether membership on the metropolitan council was to be by election to local municipal office, by direct election to the metropolitan council or some combination of the two.

Changes in the form of councils or other policy bodies might in turn lead to recommendations for change in the administrative system. If, for example, the responsibilities now discharged within the cities by the council and a large number of associated local boards were to be consolidated under the control of council, it might in turn be deemed advisable to specify the use of a much greater number of standing committees for the transaction of municipal business. Such a change, however, would impose additional strains upon a municipal administrator which might even be sufficient to make the municipal administrator system unworkable. In those circumstances, an alternative administrative arrangement would have to be recommended.

### Priorities

The prime purpose of the Lakehead Local Government Review is deemed to be the consideration of the local government structure for the Lakehead area and the territories beyond. Organizational changes, affecting the pattern of representative government, will only be recommended if they are needed to support the structure of government which is finally decided upon. Similarly, changes in the form of the administration will only be proposed if they are needed to enable local government to function efficiently within the designated municipal structure. Finally, transfers of functions to or from the Province, including alterations in the revenue raising functions,



will only be considered to the extent that they can be shown to be essential to the achievement of worthwhile improvements in the municipal structure.

### Summation

In this statement, we have discussed in some detail changes which might emerge from the present Review through alteration of boundaries, transfers of functions, extension of services, creation of new municipalities or dissolution of existing ones or by the development of a two-level municipal system. Such changes might in their turn dictate altered organizational arrangements. What we have endeavoured to underline is the wide variety of alternatives which do exist and the complexity of the total changes which might emerge.

Yet the significant forms of potential change can be more simply summarized:

1. Retention of the present five sponsoring municipalities with possible variations from their present boundaries and in their precise forms of organization.
2. Separate enlargement of Fort William and Port Arthur to include within the two cities the urban and potentially urban portions of the three present suburban municipalities and either dissolution of the residual portions of these municipalities or their consolidation with other areas into new rural municipalities.
3. Creation of a metropolitan federation for the Lakehead including in the two-level system all or parts of the present five sponsoring municipalities, with the possible addition of adjacent municipalities or territories and with possible variations from the present municipal boundaries.
4. Creation of a metropolitan Lakehead municipality with dependent districts covering all or parts of the present five sponsoring municipalities with the possible addition of adjacent municipalities or territories: the districts to exercise autonomous functions by consent of the metropolitan municipality.



5. Amalgamation of Fort William and Fort Arthur and continuation of the three suburban municipalities, subject to some enlargement of the amalgamated city to meet its immediate growth requirements.
6. Formation of a large Lakehead city by full merger of Fort William, Port Arthur and the urban and potentially urban portions of all the present suburbs, and either dissolution of the residual portions of suburban municipalities or their consolidation with other areas into new rural municipalities.



## APPENDIX A

Copy of letter from the Honourable J. W. Spooner, Minister of Municipal Affairs, to the Mayors of the Cities of Fort William and Port Arthur, and the Reeves of the Municipalities of Neebing, Paipoonge and Shuniah, announcing the undertaking of the Lakehead Local Government Review, and the appointment of Mr. Eric Hardy as a Special Commissioner for this project.

September 28, 1965.

Dear Sir:

Re: Lakehead - Local Government Review

On October 26, 1964, on the occasion of a special meeting of the Provincial Cabinet at Port Arthur, the Mayor of the City of Port Arthur presented to the Honourable the Prime Minister and the Cabinet a written submission requesting the appointment of a Special Commissioner to conduct a study of inter-municipal relations and regional municipal problems in the Lakehead Community composed of the Cities of Port Arthur and Fort William and the municipalities of Neebing, Paipoonge and Shuniah. On December 8, 1964, the Council of the City of Fort William adopted a formal recommendation of its Finance Committee endorsing the submission of the City of Port Arthur, and shortly thereafter the same submission was endorsed by the Lakehead Chamber of Commerce and the Fort William-Port Arthur and District Labour Council.

Finally on February 4, 1965, I received a letter jointly signed by the Mayors of Fort William and Port Arthur and the Reeves of Neebing, Paipoonge and Shuniah asking that the regional study which was proposed by the Mayor of Port Arthur should proceed, and designating the whole area included in all five municipalities as the proper region for such a study.

In the intervening months I have consulted with my officials in the Department and discussed the project with the Honourable the Prime Minister and my Cabinet colleagues, and I am satisfied that there exists strong local support for the immediate undertaking of a comprehensive review of all aspects of the local government situation in this important region.

Accordingly it now gives me great pleasure to announce, in accordance with the provisions of the legislation which authorizes my Department to conduct investigations into any of the affairs of any municipality, or municipalities, that I have to-day appointed Mr. Eric Hardy of the City of Toronto as a Special Commissioner to inquire into and report upon:

- (a) the structure, organization and methods of operation and discharge of the functions of the Cities of Fort William and Port Arthur and of the Municipalities of Neebing, Paipoonge and Shuniah and of the local boards of all the said municipalities.



- (b) all aspects of the functions and responsibilities of the existing local government institutions within the area embraced by the said municipalities and, in particular, without limiting the generality of the foregoing inter-municipal relations and problems which concern or may concern any two or more of the municipal corporations or local boards having jurisdiction within the said area.
- (c) the relationship of the said area to adjacent areas whether land organized municipally as townships, organized for school or road purposes or unorganized territory within which land is subject to the provincial land tax and in particular, without limiting the generality of the foregoing, any problems which exist with respect to the provision that is made for local government in the said adjacent areas as it bears upon the provision of local government within the designated municipalities.
- (d) the anticipated future development of the area or other changes therein which may require reorganization or revision of the existing system of local government in the area or make such reorganization or revision desirable, including but not limited to changes which affect the relationship of local government within the Lakehead area to local government elsewhere within the District of Thunder Bay.
- (e) any other related matter affecting the local government structure, organization, methods of operation and discharge of functions within the designated municipalities or the adjacent areas.

Mr. Hardy is a graduate of the University of Toronto holding a degree in Political Science and Economics, and is well known as an eminent authority on local government. For the past several years he has been engaged in private practice as a Consultant on Government and previous to that for a period of thirteen years he served as Director and Secretary of the Citizens Research Institute of Canada and the Bureau of Municipal Research. For some fourteen years he has been a Special Lecturer on Local Government at the University of Toronto. He served also for eight years as Secretary-Treasurer of the Ontario Municipal Association. He is a former Member of the Municipal Advisory Committee for the Province of Ontario, and has been very active in the field of in-service training for both assessors and municipal clerks and finance officers in the three-year correspondence training program offered through Queen's University. Mr. Hardy is a Member of the Ontario Committee on Taxation and a Member of the Council of the Association of Ontario Land Economists. During the past seventeen years Mr. Hardy has acted in a consulting or research capacity in every part of Canada on behalf of municipalities, large and small, as well as the national government, four provincial governments, and numerous national, provincial and local organizations. I believe that in view of his unique and widespread experience the municipalities in the Lakehead Region and the Department are fortunate in being able to secure his services as a Special Commissioner for the Regional Review now being undertaken.



The method and procedure of this Review will be similar to those already undertaken in the Ottawa, Eastview and Carleton County Study, the Niagara Region Local Government Review, and the recently organized Peel-Halton Local Government Review. An extensive program of research will be followed by the presentation of briefs and one or more public hearings. In the Lakehead Area we already have the advantage of having a fully staffed Regional Office which will be able to carry out under Mr. Hardy's direction a large part of the research work, which has been found necessary in these studies.

As is the case in the previously organized surveys the Department of Municipal Affairs will temporarily finance the total cost of the survey. When the survey is concluded the municipalities concerned will be required to reimburse the Province for half the cost, and the municipalities as a group will share the remaining half among themselves in any manner which they consider equitable.

It is essential to the success of a project of this type that the Commissioner obtains the full and continuous cooperation of both elected and appointed officials in each of the municipalities concerned. This will not only reduce the time required for the completion of the project but will also substantially reduce the cost.

I hope that as a result of this latest in the series of Regional Surveys both the government and the municipalities concerned will be in a better position to examine any proposals or recommendations designed to improve the system of local government in this important part of the Province.

Yours very truly,

Original signed by: J. W. SPOONER

Minister



## APPENDIX B

### Review Schedule

About mid-March, 1966 - publication by the Review staff of an exploratory statement of "Alternatives for Local Government in the Lakehead" (the present document).

About mid-April, 1966 - publication by the Review staff of a "Research Report". It is hoped this report will provide useful facts for public discussion and supporting evidence for submissions.

May 15, 1966 - closing date for receipt of written submissions.

Commencing June 13, 1966 - public hearings in the Lakehead. Details will be announced later.

July 9, 1966 - closing date for receipt of statements of rebuttal or elaboration, following the hearings. The local research programme undertaken by the Review staff in the Lakehead will also terminate on this date.



## APPENDIX C

### Procedure for Making a Submission to the Review

The following procedure should be followed by those intending to file written briefs:

- (1) The Research Director should be informed as soon as possible of your intention. This can be done by submitting your name, mailing address and phone number to the Review office, 22 North Cumberland Street, Port Arthur, telephone 344-9167.
- (2) Six copies of your brief will be required, to be received by the Review office not later than May 15, 1966.
- (3) The Review staff cannot undertake to reproduce any briefs for further distribution. Any requests from the press or others for additional copies will therefore be referred to the authors.
- (4) If you submit a brief, it will be assumed that you will be prepared to discuss your submission at the Public Hearings to be held in June, unless you specifically request exclusion from the hearings.

Individuals (but not local authorities or organizations) may give oral testimony at the hearings without submitting a written brief beforehand. If you intend to do so, you should follow step (1) of the above procedure before May 15th and specify "Hearing Only".





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